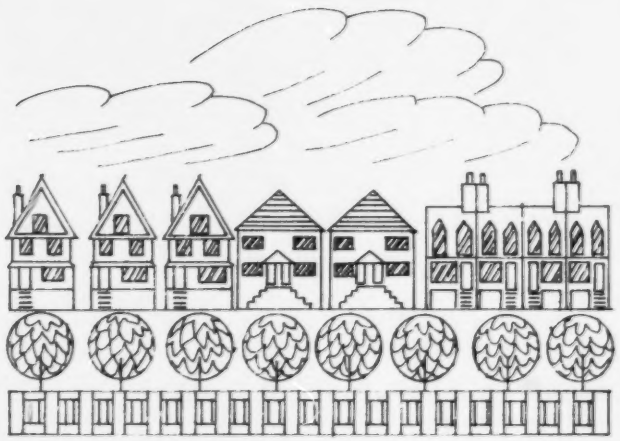
HOUSING NEEDS : AN APPRAISAL
1981 ~ 2001

Summary and Recommendations



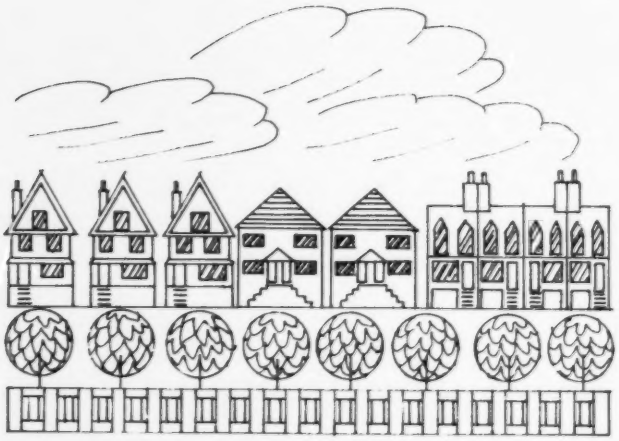
THE REGIONAL MUNICIPALITY OF WATERLOO

DEPARTMENT of PLANNING and DEVELOPMENT

August 1982

HOUSING NEEDS : AN APPRAISAL 1981 ~ 2001

Summary and Recommendations



REGIONAL DEPARTMENT OF PLANNING & DEVELOPMENT

BILL THOMSON, Commisioner.

August 1982

The REGIONAL MUNICIPALITY of WATERLOO

Bill Thomson, M.A., M.C.I.P.
Commissioner, Department of Planning and Development
Marsland Centre, Waterloo, Ontario N2J 4G7
Telephone (519) 885-9535

September 15, 1982

Councillor J. Balmer
Chairman and
Members of the Regional
Planning and Development Committee

The following study, conducted by the Regional Planning and Development Department with the help of many people as well as provincial funding, has been underway for almost a year. It has not been an easy task to predict housing needs, what with a lower economic growth than expected a few years ago, and a declining growth rate in population. However, we are optimistic about our future and although we may never again experience the tremendous increases in population and economic activity of the last decade, we will have growth and we must be prepared.

This study points out the new growth areas which will affect different segments of the housing industry, not overly affected before. It will take time for us to adjust to meet these changing needs. But adjust we must, and if we retain a positive attitude about our Country, Province and Region, then the material in this study will help and guide us all in the housing area.

A great many people have helped us with this study, particularly those on the advisory committee. They have spent many hours of their time in meetings, reading draft reports and making further critical comments. For this I am most appreciative and wish to recognize their efforts.

The funds from the Ministry of Municipal Affairs and Housing have made this study feasible and their contribution was welcomed.

Finally, Mr. Vic Cote, with the assistance of Dave Gosnay, has done a remarkable job in pulling the material together, obtaining co-operation from members of the Technical Advisory Committee and soliciting their valuable help and from this, developing a list of sound and practical recommendations all under the general guidance of Mr. Frank Watty.

Several detailed companion reports will be published shortly containing the detailed statistical data substantiating the summary and recommendations of this report and will be made available upon request.

Sincerely,

Bill Thomson

Bill Thomson, M.A., M.C.I.P.
Commissioner of Planning
and Development

WET:pr

PREFACE

BACKGROUND

In March 1981 Regional Council approved the undertaking of a study to update the 1975 Regional housing study - Housing: a program for action. The purpose of the present study is to assess housing demands and needs in the Region of Waterloo in light of changes in economic activity, population growth rates and government programs. The study was funded by a Municipal Housing Statement Update grant from the Ministry of Municipal Affairs and Housing.

NEED FOR A HOUSING STATEMENT UPDATE

In 1975, the 1981 population forecast of the Region of Waterloo was 337,500 people (low forecast). This forecast assumed that net migration into the Region of Waterloo between 1976 and 1981 would be 20,000 people. This assumption was based on an estimated net migration figure of just over 20,000 people between 1971 and 1976. In actual fact net migration into the Region of Waterloo between 1976 and 1981 was only 5,000 people. This lower than anticipated net migration figure accounts almost entirely for the unexpected decline in population growth of the Region of Waterloo to 307,535 people in 1981. The effect of a lower population growth rate on household formation has been a significant decline in the growth of the number of new households in the Region of Waterloo between 1976 and 1981.

In addition to population changes, unforeseen changes in several other areas have greatly affected the housing market in this Region since 1975. The Ontario and Regional economies are experiencing less economic

growth than was anticipated. In addition, high mortgage rates have affected the purchase of ownership units as well as the construction of rental units. Rent controls have contributed to uncertainty in the rental market, and a drop in rental construction. And federal and provincial housing programs have undergone significant change, with an emphasis now being placed on energy conservation.

In addition to the above, in the Regional response to the 1980 "Annual Housing Review" conducted by the Province, several members of the Regional Planning and Development Committee raised the concern that the need for assisted housing was being underestimated by the local housing authorities.

STUDY ORGANIZATION

This study was undertaken by the Regional Department of Planning and Development with the assistance of a Housing Study Technical Advisory Committee. This Committee was composed of representatives from senior levels of government, the Area Municipalities, the building industry, lending institutions, Regional Departments and other agencies. The Technical Advisory Committee provided assistance in establishing housing issues and reviewing this report. The Committee was extremely valuable throughout this study and their efforts are very much appreciated.

There was general support from members of the Technical Advisory Committee for the recommendations contained in

this report. The diversity of the interest of members of the Technical Advisory Committee would not permit a common position on some recommendations, such as rent controls. Nevertheless, many of their concerns have been taken into account in this study.

HOW THE REPORT IS TO BE USED

This report provides a comprehensive picutre of the implications of changing population, economic, social and public policy trends for the housing sector within Waterloo Region. It therefore exposes some of the issues to be considered by public decision-makers and private investors in responding to these trends. However, the estimates of future requirements are intended as guidelines and are not intended to be firm commitments which delivery agencies are required to assume. Similarly the recommendations for action indicate the most informed response which should be considered in overcoming the problems identified in this study. Consequently, as conditions change there must be a continuing commitment to monitor these changes, to re-interpret their effects and to adjust policies.

A Region-wide study such as this provides a consistent framework for individual action by Area Municipalities. Having agreed on an acceptable methodology, and on the basis of future action on a Regional scale, municipal programs can be developed more quickly and with greater co-ordination.

TECHNICAL ADVISORY COMMITTEE

Chairman - Mr. Vic Cote, Regional Department of Planning and Development

Building Industry

Urban Development Institute - Mr. Bill Robertson and Mr. Paul Dietrich
K-W H.U.D.A.C. - Mr. Greg Voisin
- Mr. Ken Allen (renovation)
Cambridge H.U.D.A.C. - Mr. Paul Delaney

Realtors

K-W Real Estate Board - Mr. Brian Gould
Real Estate Board of Cambridge - Mr. Hugh Priest

Apartment Managers

K-W H.U.D.A.C. Multi-Family Council - Mr. David Collins
Waterloo Regional Apartment Management Association - Mr. Tony Bergmeir

Lending Institutions

Bankers Association of Canada - Mr. John Schiedel

Student Housing

Wilfrid Laurier University - Mr. Fred Nichols

Housing Authorities

South Waterloo Housing Authority - Mr. Gary Foran
North Waterloo Housing Authority - Mr. Jim Thompson

Physically Handicapped

Ontario March of Dimes - Mr. David Dirks

K-W Social Planning Council - Mr. Ernie Ginsler

Federal Government

Canada Mortgage and Housing Corporation - Mr. Ron Cascaden

Provincial Government

Ministry of Municipal Affairs and Housing
- Ms. Judy Zon

Area Municipalities

Kitchener - Ms. Sybil Frenette
Cambridge - Ms. Joy Rayner
Waterloo - Mr. Greg Romanick
Woolwich and North Dumfries - Mr. Sam Head
Wellesley - Ms. Susan Duke
Wilmot - Mr. Bill Lehman

Region of Waterloo

Department of Health and Social Services
- Ms. Linda Snyder
Department of Planning and Development
- Mr. Frank Watty
- Ms. Wendy Wright
- Mr. Dave Gosnay (Recording Secretary)

HOUSING NEEDS : AN APPRAISAL
1981 - 2001

1. INTRODUCTION

This report highlights findings from three background reports prepared for this study. These background reports examine issues relating to housing needs and demand as well as supply, special housing needs and policy issues.

In Background Report #1 - Forecast of Household Growth - household growth is forecast for the Region of Waterloo and area municipalities for five year periods to the year 2001. The first five year period, 1981-1986, short-run forecast, takes into account both economic and social factors and is distributed on an annual basis. The forecast from 1986 to 2001, long-run forecast, is based on expected social and demographic trends and assumes that economic factors will not be a major constraint limiting household growth. Both the short-run forecast and long-run forecast are divided into ownership and rental households. This report also examines supply factors such as available land, rental housing and the ability of the building industry to meet household growth forecasts.

In Background Report #2 - Special Housing Needs - the affordability difficulties and housing needs of single parent families, senior citizen households, physically handicapped people, people in need of emergency shelter, student housing and home ownership are examined. In this report forecasts of need for assisted rental housing for seniors and single parent families are presented.

These forecasts are based on an affordability survey undertaken for this housing study. The discussion on home ownership in this report focuses on affordability difficulties arising from higher energy prices and mortgage rates.

Background Report #3 - Housing Policy Issues - examines special housing issues in this Region. Included in this discussion is an examination of housing programs available for providing assisted rental housing and housing programs which encourage rehabilitation. In addition a discussion of rent controls is provided.

2. LIMITATIONS OF THIS STUDY

i. The population growth rate assumed in this study is based on the Region's population forecast to 2001 contained in the 1980 Regional Planning and Development Report "2001 Regional Population Forecast". This forecast assumes that net migration into this Region between 1981 and 1986 will be 12,000 people. In light of present economic circumstances, this forecast may be too optimistic in the short run. For this reason, an alternative population growth scenario based on a net migration assumption of 5,000 people between 1981 and 1986 is presented. Since population growth and population age structure are the most important factors in determining household growth and housing needs, this study may underestimate or overestimate household growth

and housing needs if the actual population growth varies appreciably from forecasted population growth. For this reason, it is important to continue to monitor changes in population growth.

ii. The allocation of Regional forecasted growth in households to area municipalities is based on an allocation of the Regional population forecast to area municipalities. This allocation recognizes differences in the age structure of the population in each municipality and forecasts that these differences will be maintained through the forecast period. The forecasted municipal growth in households and housing needs in this report could vary if the expected population growth in a municipality differs significantly from that forecasted and if the age structure of the population of that municipality changes significantly. As a result, some municipalities may have a higher household growth rate and other municipalities a lower growth rate.

iii. The economic assumptions used in forecasting short-run housing demand (1981-1986) presented in Background Paper #1 are based on a forecast of economic factors by the Conference Board of Canada and supported by similar forecasts by the Ontario Economic Council, the Economic Council of Canada and the federal government. These forecasts generally indicate a slow economic turnaround beginning in 1983. If substantial variations of these forecasts occur with respect to unemployment, inflation or changes in real incomes, as well as changes in housing programs and incentives, the estimate of housing demand in this study will be

affected. For this reason, it is important to monitor changes in these factors at regular intervals.

iv. The forecasts of housing demand and needs in this report are based on expected growth in households. Growth in households cannot be directly translated into housing units. Some of these households could occupy existing vacant units if available. Nevertheless, the forecasts of housing demand and needs, which are based on the assumed population growth and assumed economic and social factors, should serve as an approximation of housing units required.

v. The needs forecasted for assisted rental housing for seniors and single parent families presented in Background Paper #2 - Special Housing Needs - are based on a general survey conducted for this study which measured housing expenditure and income. This survey did not provide an evaluation of needs based on details of income information, assets, family size and health factors. This information is often required before senior levels of government provide funding for specific assisted rental projects.

A detailed evaluation of need was not undertaken in this study primarily because there is no delivery commitment associated with this study. There is no organization other than private non-profit groups and the local housing authorities which are in a position to deliver assisted rental

projects at this time. Under the present financing restrictions of Canada Mortgage and Housing Corporation, the maximum number of assisted rental units available through federal funding are being delivered already.

3. IMPLICATIONS OF THIS STUDY

i. This study is designed to provide an estimate of household growth and housing needs. This report can be used by housing authorities, both provincial and federal ministries involved with housing programs, housing agencies and the development industry as a means of estimating demand. These estimates of household growth and housing needs are designed to serve as guidelines and should not be construed as objectives. Municipalities and groups using this report, therefore, should treat the forecasts developed in this study as guidelines.

ii. Based on the needs identified in this study the Regional Municipality, local municipalities and groups delivering housing are encouraged to take these forecasts of need into account when making decisions regarding delivery of housing.

iii. This study also brings out factors which pertain to policy issues, eg. rent controls, municipal non-profit housing, shelter allowances, etc. Recommendations are included as part of this discussion which suggest direction for senior levels of government and which can be used as a starting point for further discussion.

iv. This study re-establishes the need for continued monitoring and updating data which has been used in this study to estimate household growth and housing needs. Much of the data used in this report was obtained from the Regional Information System, which relies on assessment data. The Province has recently indicated that this data will be completely updated only on municipal election years. This presents a major limitation to monitoring forecasts contained within this report.

v. Under the funding provision for this housing study, area municipalities can still qualify for funding to undertake a Municipal Housing Statement. The amount of funding they would receive however, would be limited by the Ministry of Municipal Affairs and Housing because municipalities would be expected to use much of the data developed in this housing study.

4. SUMMARY AND RECOMMENDATIONS

The summary and recommendation section in this report closely follows the format of three background reports prepared for this study: #1 Forecast of Household Growth, #2 Special Housing Needs and #3 Housing Policy Issues. For details of any discussion contained herein these reports should be referred to.

FORECAST OF HOUSEHOLD GROWTH

The forecast of household growth in this study is done in two parts. First, there is the short-run forecast of household growth on an annual basis from 1981 to 1986. This forecast takes into account both economic and social factors. Second, there is the long-run forecast from 1986 to 2001. This forecast assumes that social factors will largely determine household growth.

The municipal allocation of both the short-run and long-run household forecasts is obtained by allocating the anticipated Regional growth in households and tenure-split to municipalities. This allocation considers the Regional population forecast for each municipality, the age structure of each municipality's population, differences in municipal growth rates over the past five years, and any constraints imposed by limitations on sewage treatment plant capacity.

Short-Run Demand Forecast of Household Growth 1981-1986

The short-run demand forecast of household growth from 1981-1986 provides both a high and low estimate. The high estimate is based on the population forecast approved by Regional Council in 1980. This forecast assumes net migration into the Region of Waterloo will equal 12,000 people between 1981 and 1986. The low estimate assumes net migration will be 5,000 people between 1981 and 1986. Presently, the low forecast appears more likely and is the forecast recommended in this report.

Both the high and the low forecasts assume that economic factors relating to unemployment, inflation, changes in real incomes and economic uncertainty will reduce the demand for housing in the short run.

- In the short-run forecast it is anticipated that the probability of household formation will decline for all age groups until 1983. This decline will be more pronounced for the age groups 15-24 and 25-34, which are more affected by economic factors.

- After 1983, it is expected that economic conditions will gradually improve and that the percentage probability of household formation will begin to rise slowly for all age groups. This rise will be more pronounced for the younger age groups which were more affected by the economic downturn.

- By 1986, it is anticipated that all age groups will have a slightly higher percentage probability of household formation than they did in 1981.

Table 1 shows the high and low forecasts of household growth by municipality to 1986. The higher demand for housing from 1984 to 1986 is a result of postponed needs from 1981 to 1983 because of economic conditions.

- When economic times improve many of those people who normally would have formed a household in 1981 through 1983 but didn't because of unemployment, falling real incomes and economic uncertainty would seize upon an economic turn-around as an opportunity to form a household. The perceived need to form a household in poor economic times is only postponed, it doesn't disappear.

TABLE 1

SHORT-RUN DEMAND FORECAST* OF HOUSEHOLD GROWTH

1981 to 1986

HIGH FORECAST

	1982	1983	1984	1985	1986
Kitchener	830	1180	1675	2010	2010
Cambridge	327	585	885	953	990
Waterloo	410	650	828	960	1022
Woolwich	25	60	115	115	115
Wilmot	25	50	80	90	90
Wellesley	15	30	45	45	55
North Dumfries	15	20	25	30	35
REGION	1647	2575	3653	4203	4317

LOW FORECAST (PREFERRED)

	1982	1983	1984	1985	1986
Kitchener	577	956	1441	1770	1763
Cambridge	228	470	774	831	875
Waterloo	294	531	722	841	897
Woolwich	20	52	81	102	102
Wilmot	20	41	78	79	79
Wellesley	10	24	40	39	49
North Dumfries	10	16	22	27	30
REGION	1159	2090	3158	3689	3795

*This forecast takes into account the Regional distribution of expected population growth for each municipality, the age structure of each municipality's population, differences in municipal growth rates over the past five years and any constraints imposed by limitations on sewage treatment plant capacity.

Short-Run Forecast of Tenure Split 1981-1986

The same economic factors which reduced housing demand between 1981 and 1986 are expected to increase the preference of households to rent in the short run. In addition, factors affecting supply such as rent controls, energy costs, family size, marital status, and government programs are considered in the forecast of tenure split from 1981-1986.

- The forecast of tenure split anticipates a declining probability of home ownership to 1983 for all age groups. The decline is more pronounced for the age groups 15-24 and 25-34, which are more affected by economic factors. It is expected that recent provincial and federal incentive programs for encouraging new housing will show up in 1983 and afterwards.

- After 1983, with a forecasted improvement in the Regional economy and with the effect of senior government incentive programs, it is expected that the probability of home ownership will increase for all age groups except seniors who, it is anticipated, will continue to be drawn into senior citizen apartment projects. The largest increase in probability of home ownership is forecasted to occur in younger age groups, who experienced the largest decline in the economic downturn.

Tables 2 and 3 show forecasted tenure split by municipality for both the high and low forecasts. Municipal allocation is based on the existing tenure split for each municipality.

TABLE 2

SHORT-RUN HIGH FORECAST* OF HOUSEHOLD GROWTH

BY TENURE SPLIT

1981 to 1986

OWNERSHIP

	1982	1983	1984	1985	1986
Kitchener	532	620	1200	1185	1300
Cambridge	210	325	700	600	720
Waterloo	325	425	588	560	650
Woolwich	25	35	100	100	100
Wilmot	25	30	70	80	80
Wellesley	15	25	40	40	50
North Dumfries	15	15	20	25	30
REGION	1147	1475	2718	2590	2930

RENTAL

	1982	1983	1984	1985	1986
Kitchener	298	560	475	825	710
Cambridge	117	260	185	353	270
Waterloo	85	225	240	400	372
Woolwich	0	25	15	15	15
Wilmot	0	20	10	10	10
Wellesley	0	5	5	5	5
North Dumfries	0	5	5	5	5
REGION	500	1100	935	1613	1387

*This forecast assumes that the existing tenure split of each municipality will remain constant.

TABLE 3

SHORT-RUN LOW FORECAST* OF HOUSEHOLD GROWTH

BY TENURE SPLIT (PREFERRED)

1981 to 1986

OWNERSHIP

	1982	1983	1984	1985	1986
Kitchener	405	501	1072	1050	1163
Cambridge	160	265	630	530	645
Waterloo	245	346	535	496	581
Woolwich	20	32	70	89	89
Wilmot	20	24	70	71	71
Wellesley	10	20	36	35	45
North Dumfries	10	12	18	23	26
REGION	870	1200	2431	2294	2620

RENTAL

	1982	1983	1984	1985	1986
Kitchener	172	455	369	720	600
Cambridge	68	205	144	301	230
Waterloo	49	185	187	345	316
Woolwich	0	20	11	13	13
Wilmot	0	17	8	8	8
Wellesley	0	4	4	4	4
North Dumfries	0	4	4	4	4
REGION	289	890	727	1395	1175

*This forecast assumes that the existing tenure split of each municipality will remain constant.

- Based on these forecasts, it is estimated that just over 30% of the households formed between 1981 and 1986 will be rental households and just under 70% will be ownership households. The high percentage of ownership households is explained by the age structure of the Region's population. Economic factors actually favour the formation of rental households. In 1980, approximately 60% of all households in the Region were ownership households and 40% rental households.

Long-Run Needs Forecast of Household Growth, 1986-2001

The long-run forecast of household growth anticipates a higher probability of household formation for all age groups. This forecast is based on the assumption that families and individuals will maintain a strong preference for forming a separate household, that there will be an increase in divorced, separated and widowed people who will maintain a separate household, and that there will be an increase in the number of people in the single never married category who will maintain a separate household. All of these trends are anticipated to have less of an impact on household formation after 1991.

Table 4 shows the long-run forecast of household growth by municipality to 2001.

- Social factors are expected to lead to an increase in probability of household formation between 1986 and 2001 and account for approximately 15% of the household growth in this period. The major contributor to forecasted household growth is the expected population growth to 2001 and the age structure of that population. If population growth is less than anticipated then household growth will be less than forecasted.

TABLE 4

LONG-RUN FORECAST OF HOUSEHOLD GROWTH

1986 to 2001

	1986-1991	1991-1996	1996-2001
Kitchener	10,352	9,218	9,106
Cambridge	5,443	4,988	4,922
Waterloo	5,158	4,644	4,610
Woolwich	446	390	363
Wilmot	430	383	368
Wellesley	253	204	189
North Dumfries	176	152	139
REGION	22,258	19,979	19,697

Long-Run Forecast of Tenure Split 1986-2001

In the long run, changes in the age structure of the Region's population will have a much more pronounced affect on the need for ownership and rental housing than marginal changes in the tenure split for various age groups. Between 1986 and 2001, a higher percentage of the Region's population will be in age groups over 35 years of age. This change in the age structure of the Region's 2001 population will favour ownership. Tenure split in the long run is anticipated to be affected also by rising energy prices, declining household size, the supply of housing, the expected phasing out of rent controls, and government programs.

- From 1986 to 2001 it is forecasted that age groups from 35 to 64 years of age will increase their probability of renting slightly because of rising energy prices, smaller household sizes and an increased desire for mobility.
- It is anticipated that the demand for luxury condominium units will increase because of rising energy prices and declining family size.
- It is anticipated that age groups over 65 years of age will increase their probability of renting because of rising energy costs and increases in the supply of senior citizen rental housing and the provision of support services for seniors.

Table 5 shows the long-run forecast of tenure split by municipality to 2001.

TABLE 5

LONG-RUN FORECAST* OF HOUSEHOLD GROWTH

BY TENURE SPLIT

1986 to 2001

OWNERSHIP

	1986-1991	1991-1996	1996-2001
Kitchener	5,705	5,770	5,710
Cambridge	3,306	3,402	3,360
Waterloo	2,956	3,009	3,000
Woolwich	325	300	275
Wilmot	337	314	300
Wellesley	207	170	155
North Dumfries	130	118	105
REGION	12,966	13,083	12,905

RENTAL

	1986-1991	1991-1996	1996-2001
Kitchener	4,647	3,448	3,396
Cambridge	2,137	1,586	1,562
Waterloo	2,202	1,635	1,610
Woolwich	121	90	88
Wilmot	93	69	68
Wellesley	46	34	34
North Dumfries	46	34	34
REGION	9,292	6,896	6,792

*This forecast assumes that the existing tenure split of each municipality will remain constant.

Housing and Land Supply

Both housing supply and land supply are not expected to serve as constraints on household growth and tenure split in the short-run and long-run forecast. There are several supply factors which are important to consider.

- Based on changes in the age structure of the Region's population towards an aging population demand for single family detached dwelling units is expected to increase as a proportion of housing starts through to 2001.

- Approximately 50% of the rental construction in the Region of Waterloo since the mid 1970's has occurred as a result of government programs. Rental construction without government assistance has been steadily declining since the mid 1970's because of low market rents and rising costs, particularly financing and heating costs. Without government stimulus it is unlikely that sufficient rental units can be developed to meet the forecasted demand for rental housing to 1986.

- The number of vacant acquisitions of Canada Mortgage and Housing Corporation has risen as a result of higher mortgage rates and preceived poor investment opportunities associated with some housing units, particularly Assisted Home Ownership Program (A.H.O.P.) housing units.

- The Region has experienced a decline in overall apartment vacancy rates from just over 3.0% in April, 1977 to 1.1% in October, 1981. Between October, 1981 and April, 1982 the overall apartment vacancy rate rose to 1.4% as a result of rental units which were built under the Ontario Rental Construction Loan Program and a cyclical decline in student renters.

- The City of Waterloo, since 1976, has experienced the lowest vacancy rates of all urban municipalities in the Region for townnhouse units surveyed by the Region and apartment units surveyed by Central Mortgage and Housing Corporation. The vacancy rate in Waterloo for apartment units in buildings with from 3 to 10 units, which are surveyed by the Region of Waterloo, has been the lowest of all urban municipalities, except in 1978 and October, 1981. In April, 1982, the overall vacancy rate for all apartment units in Waterloo was .9%.

- The Regional land supply is sufficient to meet expected household growth and tenure split through the 1986 period and beyond.

RECOMMENDATIONS: FORECAST OF HOUSEHOLD GROWTH

Household Growth Forecasts

1. *That the Regional Municipality of Waterloo adopts as a guideline the forecast of household growth and tenure-split for the short-run 1981-1986 and long-run 1986-2001 forecast contained in this report and encourages area municipalities to use these forecasts as guidelines for household growth in their municipality.*

2. *That the Region continues to monitor economic and social factors affecting housing demand and reviews forecasts of household growth in co-operation with area municipalities and the building industry annually.*

Supply Factors

3. *To meet the expected demand and need for rental housing, senior levels of government are encouraged to continue to provide stimulus and incentives to promote rental construction such as the Ontario Rental Construction Loan Program and the Canada Rental Supply Plan, and M.U.R.B.'s.*

4. *That the Province of Ontario be encouraged to review its policy on partial assessment surveys and complete enumeration every three years in order to support housing monitoring programs.*

5. *That additional apartment and townhouse rental construction be encouraged in the City of Waterloo to overcome a shortage of rental units.*

6. *That Canada Mortgage and Housing Corporation be encouraged to make acquisitions of vacant non-condominium units available as rental units where costs permit, particularly in areas with low vacancy rates.*

7. *That the Region continues to monitor housing supply factors which can affect housing demand.*

SPECIAL HOUSING NEEDS

Single Parent Families

This study has determined that a serious need exists for additional assisted rental housing for single parent families and that there are few supply mechanisms available for delivering these units.

- Within the Region of Waterloo in 1981 there were approximately 7,000 single parent families. Of these single parent families approximately 4,500 rented, including 876 in assisted rental housing. By 1986, it is estimated that there will be 8,200 single parent families in the Region of Waterloo and just over 5,000 of these families will rent, if the proportion of single parent renting stays the same as in 1981.

- It is estimated that in 1981 a single parent family with one child required a gross income of $11,441 to meet basic necessities and rent a two bedroom unit in a smaller apartment building in the Region of Waterloo. A single parent family with two children required a gross income of $14,000 in 1981.

- In the affordability survey undertaken for this study, 11.4% of all single parent families renting reported a housing expenditure/gross income level over 35%. It is anticipated that by 1986 because of economic conditions, 15% of all single parent families renting will report a housing expenditure/gross income level over 35%.

Table 6 shows estimated need for assisted rental housing for families. This need exceeds the supply potential of units delivered under the Private Non-Profit Program and Rent Supplement Program.

- The only assisted rental units being delivered for families in this Region, other than units built directly by the Ontario Housing Corporation, have been done under the Ontario Rent Supplement Program through local housing authorities. Some housing programs financed by senior levels of government such as the Ontario Rental Construction Loan Program and the Canada Rental Supply Plan require that a specified proportion of units constructed be offered to the local housing authorities as rent supplement units. Despite this, the supply of assisted rental housing has been insufficient to meet estimated need.

Senior Citizens

This study has found that there is a need for additional assisted rental units for seniors and that development of additional assisted rental units for seniors will just keep pace with the expected growth in need.

- In 1981 there was an estimated 17,037 senior citizen households in the Region of Waterloo. Just over 7,000 of these households rented. By 1986, it is expected that there will be 9,268 senior citizen households renting.

- In 1981, a single senior citizen required an income of $7,039 to meet basic necessities and to rent a one bedroom unit in a smaller apartment building in the Region of Waterloo. A senior citizen couple required an income of $10,077 in 1981.

- In the affordability survey undertaken for this study 7.3% of senior citizen households renting reported an expenditure/gross income level over 40% and 11.5% over 35%.

TABLE 6

ESTIMATED NEED FOR ASSISTED RENTAL HOUSING FOR

SINGLE PARENT FAMILIES

BY MUNICIPALITY

	1981	1986	
Municipality 1)	Survey Estimate	Survey Estimate 2)	High Estimate 3)
Kitchener	221	251	330
Cambridge	89	101	133
Waterloo	102	115	152
Woolwich	6	7	8
Wilmot	3	3	5
Wellesley	2	2	3
North Dumfries	1	1	2
REGION	424	480	633

1) The allocation of need for additional assisted rental housing units for single parent families by municipality is based on the percentage allocation of rental households by municipality.

2) In a survey conducted for this study of rental households it was found that 11.4% of all single parent families renting spend more than 35% of their gross income on accommodation.

3) The high forecast in 1986 assumes that because of economic conditions 15% of all single parent households renting will report a housing expenditure/income level over 35% in 1986, compared to 11.4% in 1981.

Table 7 shows estimated need for assisted rental housing for seniors. The expected growth in need between 1981 and 1986 will just equal the number of assisted rental units being delivered for seniors under various programs.

- Assisted rental units for seniors, other than those directly built by the Ontario Housing Corporation, have been delivered in this Region under the Rent Supplement Program and the Private Non-Profit Program. The number of units delivered under both programs is expected to just exceed the growth in need. Based on the low estimate of need in this study, there is still a need for 340 additional assisted rental units for seniors in 1982.

Physically Handicapped

Although there is a demand for assisted rental housing units for physically handicapped people, this demand cannot presently be quantified because of the lack of statistics. The inability to estimate demand is emerging as a major constraint to the delivery of assisted rental units for physically handicapped people.

- The Family Benefits Assisted Program provides a significant number of physically handicapped people with financial assistance. As of April 31, 1982 758 physically handicapped people were receiving this assistance in the Region of Waterloo. In addition, the local housing authorities presently have 48 of their family units and 145 senior citizen units occupied by physically handicapped people. They also have a waiting list of 5 physically handicapped people. Participation House in Kitchener houses 12 physically handicapped people. In early 1982 they had a waiting list of 30 people.

- There are no other sources of information at present which allows us to estimate the housing needs of physically handicapped people. The Province of Ontario is presently completing a study which may allow us to estimate need. An estimate of need for physically handicapped units should be made once this report is available.

TABLE 7

ESTIMATED NEED FOR ASSISTED RENTAL HOUSING FOR SENIOR CITIZENS BY MUNICIPALITY

Municipality 1)	1981		1986	
	High 2)	Low 3)	High 2)	Low 3)
Kitchener	274	175	394	250
Cambridge	160	101	230	146
Waterloo	81	52	117	74
Woolwich	24	15	34	21
Wilmot	10	6	14	9
Wellesley	7	4	10	6
North Dumfries	4	2	6	4
REGION	560	355	805	510

1) The allocation of need by municipality for additional assisted rental households for senior citizens is based on the percentage allocation of rental households by municipality, for heads of households over 65 years of age.

2) The high estimate is based on the need for assisted rental housing being defined by a housing expenditure/gross income ratio of 35% for senior citizens renting.

3) The low estimate is based on need for assisted rental housing being defined by a housing expenditure/gross income ratio of 40% for senior citizens renting.

- Groups attempting to deliver projects for physically handicapped people have found that confidentiality of data has been a major problem in estimating demand. Since government financing for delivering a project for physically handicapped people depends on a demonstration of demand, this has served as a major constraint to potential projects.

In addition to establishing the housing needs of the physically handicapped, there is also a need to establish a complete registry of accessible housing for the physically handicapped.

- By the end of 1982 an inventory of apartment building accessibility will be available for Kitchener, Waterloo and Cambridge. At some point this inventory should be expanded to include a list of accessible units. The local real estate boards may also participate by including in their MLS listings an accessibility code.

Rental units delivered for physically handicapped people often have to be delivered in conjunction with support services because of the needs of the physically handicapped. Except for projects such as Participation House, which was funded by the Ministry of Community and Social Services, support services are not normally developed in conjunction with rental units.

- There is an apparent need for greater funding of programs which develop rental units for physically handicapped people in conjunction with support services.

- It is anticipated that in the private non-profit projects developed in this Region in 1982 to accommodate senior citizens and families, that from 6 to 8 units will be for physically handicapped people. In addition, some existing rental and ownership units could be made accessible to handicapped people under the Residential Rehabilitation Assistance Program.

Emergency Housing

The Region's Health and Social Services Department has in the past provided emergency housing on a temporary basis to families who have found themselves without accommodation.

- In 1981, the number of people requiring emergency shelter rose significantly. At times Cambridge House, which is used for emergency shelter, was insufficient to meet need. It is expected that need will remain high as a result of present and forecasted short-run economic factors.

- There is no other agency in the Region other than the Region's Health and Social Services Department which has a mandate to provide emergency shelter.

- There are two possible options for providing additional emergency shelter. First, an additional property(s) may be set aside specifically for emergency shelter (Regional Council on August 19, 1982 approved a recommendation from the Health and Social Services Committee for one additional house to be set aside for emergency shelter). Second, vacant units amongst municipally owned houses could be made available for emergency shelter while awaiting demolition. The major problem with this alternative is the coordinating and administration difficulties associated with involving several jurisdictions. This option, however, does provide a cost advantage.

Student Housing

The provision of off-campus accommodation for students is an important housing issue in this area. Students are concerned about the supply of housing, location of available housing, and cost of accommodation. Landlords are concerned about the conduct of students, possible damage to units, a high turnover of student tenants and higher costs of maintenance and upkeep.

- In 1981 it was estimated that 11,450 students in this Region were looking for off-campus housing. This number is not expected to increase by 1986.
- In periods of low vacancy rates, students have an increasingly difficult task to find rental accommodation because landlords prefer to rent to non-students to avoid preceived difficulties. With the City of Waterloo consistently having the lowest vacancy rate in the Region, the problem of supply of off-campus rental units is even greater than the 1.1% overall Regional vacancy rate in the fall of 1981. Waterloo's overall vacancy rate in October, 1981 was .2%.
- It is difficult to take action against landlords for poor maintenance practices unless a contravention of health and safety standards in the Fire Code or Building Code exists or if there is a maintenance and occupancy by-law in place. The enforcement of a maintenance and occupancy by-law would likely result in some rental units being removed from the market, which would increase supply problems for students but would provide students with a legal means to improve the quality of their accommodation.

The supply of off-campus housing is expected to remain a problem unless the universities and Conestogo College increase their involvement with landlords who rent to students.

- A program of canvassing homes in neighbourhoods close to universities and Conestoga College to promote the housing of students could be implemented.

- A more direct involvement between university and college housing officials and apartment owners should be encouraged. This may involve participation in apartment management associations.

Home Ownership

i. Mortgage Rates

The rise in mortgage rates has created affordability difficulties for many home owners.

- During the five year period from 1976 to 1981, average industrial wages rose 50%. This would have just offset the increase in monthly interest and principal payments on a house due to a rise in mortgage rates. Those households whose incomes have increased less than the average industrial wage, will have increased affordability problems.

- It is estimated that 1,320 households in the Region of Waterloo who renew mortgages in 1982 will have an expenditure/income ratio of over 30%, if mortgage rates average 18% in 1982.

- Based on arrears for National Housing Act insured mortgages in this Region and arrears of non-insured mortgages it is estimated that the average percentage of mortgages in arrears at the end of 1981 was .5%. Using this percentage, it is estimated that 185 mortgages would have been in arrears more than ninety days in the Region of Waterloo at the end of 1981.

- The Canada Mortgage Renewal Plan can be used by those in serious need of mortgage assistance but provides a very limited amount of assistance in terms of the number of people who could be assisted. Prior to the June, 1982 federal budget the program had the disadvantage of deferring interest by adding to the principal of the mortgage, which contradicts one of the main advantages of home ownership. This was changed in the June, 1982 federal budget, which has resulted in an increase in applications for assistance.

- It is expected that lower mortgage rates for residential properties would significantly lower the affordability difficulties of both owners and renters and increase residential construction activity in this Region.

ii. Energy

Rising energy costs could have a greater impact on housing affordability in future years.

- The average annual heating cost for a gas-heated home is expected to increase from approximately $750 in 1981 to almost $1,300 in 1985. The average cost of heating an oil-heated home in 1981 is approximately $1,200 per annum. By 1985, this cost is expected to be $2,000 per annum.

- Despite predicted higher energy costs, local builders have indicated little buyer interest in energy saving devices in homes. It appears that home buyers are more concerned with keeping the initial purchase price of a home down, and consider energy improvements after purchase. Despite this, some local builders have increased the energy saving features in their new houses, particularly in relation to insulation and wind infiltration.

RECOMMENDATIONS: SPECIAL HOUSING NEEDS

Single Parent Families

8. *That the Regional Municipality of Waterloo adopts as a guideline the forecast of assisted rental housing needs of single parent families identified in this study, and encourages area municipalities, the Canada Mortgage and Housing Corporation, the Ministry of Municipal Affairs and Housing, the local housing authorities and local non-profit housing corporations to use this forecast as a guideline in promoting and encouraging assisted rental projects.*

9. *That the Regional Municipality of Waterloo requests the North Waterloo Housing Authority to increase the number of rent supplement units available for families in Kitchener (by 90 units) and Waterloo (by 40 units) to the extent of "serious need" identified in the needs assessment of their waiting list completed in June, 1982.*

10. *That the Regional Municipality of Waterloo in co-operation with the area municipalities, the building industry and senior levels of government examine alternative programs for providing assisted rental housing for families, including the Municipal Non-Profit Housing Program and shelter allowances.*

Senior Citizens

11. *That the Regional Municipality of Waterloo adopts as a guideline the forecast of assisted rental housing needs of senior citizens as identified in this study, and encourages area municipalities, the Canada Mortgage and Housing Corporation, the Ministry of Municipal Affairs and Housing, the local housing authorities and local non-profit housing corporations to use this forecast as a guideline in promoting and encouraging assisted rental projects.*

12. *That the Regional Municipality of Waterloo in cooperation with the area municipalities, the building industry and senior governments examine alternative programs for providing assisted rental housing for seniors, including the Municipal Non-Profit Housing Program and shelter allowances.*

Physically Handicapped

13. *That once the study by the Ontario Ministry of Health on "The Demographic and Need-Related Characteristics of the Physically Handicapped in Ontario" is completed, that the Regional Municipality of Waterloo undertakes a review of the study and the situation in the Region in order to estimate the need for accessible housing for the physically handicapped in this Region.*

14. *That the Regional Municipality of Waterloo requests the provincial and federal governments to increase funding for rental projects for the physically handicapped which provides support services as well as housing.*

15. *That the Regional Municipality of Waterloo encourages organizations involved with physically handicapped people to assume a greater role in helping groups estimate demand for accessible housing for the physically handicapped.*

16. *That the Regional Municipality of Waterloo and area municipalities encourage the development and building industry to adopt Canada Mortgage and Housing Guidelines for accessibility and barrier free design when constructing rental projects.*

Emergency Housing

* 17. *That the Regional Municipality of Waterloo increase the number of residential units provided for emergency shelter from one to two units.*

Student Housing

18. *That the Regional Municipality of Waterloo encourages the Housing Offices at the areas two universities and college to have representatives on the local rental apartment and townhouse associations, in order to improve communication for the purpose of resolving landlord and student-tenant disputes, cost of repairs, etc., as well as increasing the supply of student housing.*

---

* *On August 19, 1982, Regional Council approved a recommendation of the Health and Social Services Committee to add an additional residential unit for the purpose of providing emergency shelter.*

19. *That the Regional Municipality of Waterloo encourages both universities and college to implement an off-campus student housing inspection program for rooms in private homes.*

20. *That the Regional Municipality of Waterloo encourages the City of Waterloo to consider a maintenance and occupancy by-law in light of the requirements of some recently announced provincial and federal rental housing programs which could be used to deliver student rental housing but which require the adoption of a maintenance and occupancy by-law.*

21. *That the Regional Municipality of Waterloo encourages innovate forms of rental housing for students.*

Home Ownership

22. *That the Regional Municipality of Waterloo requests the Province of Ontario to modify the Ontario Building Code in order to impose higher energy-saving standards on new construction and renovations, provided these measures are economically efficient.*

HOUSING POLICY ISSUES

Provision of Assisted Rental Housing

Given the housing programs which have been used to supply assisted rental housing in this Region, it is anticipated that there will be insufficient units supplied under these programs to meet the need for assisted rental housing for seniors and single parent families identified in this study.

- This study has identified a need for 424 assisted rental units for families and 355 assisted rental units for seniors (low estimate) in 1981 as well as a need for rental housing for physically handicapped people. These needs are expected to increase by 1986.

- In this Region, assisted rental housing has been delivered to date under the Private Non-Profit Rental Housing Program and the Rent Supplement Housing Program through the local housing authorities. No units have been delivered under the Municipal Non-Profit Rental Housing Program and Co-operative Housing Program. Units delivered under the Private Non-Profit Rental Housing Program to date in this Region have been developed exclusively for senior citizen housing.

- Units delivered under the Private Non-Profit Rental Housing Program for seniors and Rent Supplement Program are expected to meet only the growth in need for assisted rental housing for seniors between 1981 and 1986. It is expected that there will still be approximately 300 senior citizen households in 1986 paying over 40% of their income for rental accommodation if no alternative program is introduced in this Region to deliver assisted rental housing for senior citizens.

- The Rent Supplement Program can deliver assisted rental units for both families and seniors in serious need, but the delivery of rental units is dependent on the private market. This program has an advantage over other assisted rental housing programs in that the supply of assisted rental units is much more flexible, since the units are leased from the private rental market.

- In areas with low vacancy rates, housing authorities have found it difficult to lease rent supplement units in private projects. To overcome this difficulty, senior levels of government have required that for some provincially and federally assisted rental programs that a percentage of units being developed must be offered to the local housing authorities as rent supplement units. The

North Waterloo Housing Authority has indicated that many of the units offered to their housing authority have been unacceptable as public housing because of location and the amount of rent being asked.

- An alternative approach to existing housing programs in providing assisted rental housing is the introduction of a shelter allowance program. This program would provide rental assistance to individual households, either through an income supplement or tax reduction rather than tying assistance to a specific unit.

- The introduction of a shelter allowance program could provide rental housing assistance to families and seniors without requiring these households to relocate. This program could also provide a quick response to an affordability problem, and as well it has the benefit of attaching assistance to an individual rather than to a specific rental project. The major disadvantages to shelter allowance programs are that the program could be inflationary, if assistance is too widespread, that the program does not address the question of the supply of rental housing and that the cost effectiveness of the program hasn't been proven.

Rent Controls

Ontario's rent control system combines both a guideline rent increase and a cost pass-through element. From July, 1975 to October, 1977, the guideline rent increase (without a review hearing) was 8%. This decreased to 6% after October, 1977. Allowable costs which can be considered by the Residential Tenancies Commission for a rent increase above 6% include financing costs, utilities, property taxes, maintenance and repairs, and capital expenditures.

- Common arguments advanced in favour of rent controls are the rapid increases in rents preceding the introduction of rent controls, the need for rent controls when vacancy rates are low, the need for affordable rental housing, and the redistribution of income from rich to poor resulting from rent controls.

- Common arguments against rent controls include that it results in reduced maintenance standards of rent controlled buildings and a dual market for rents between those buildings under controls and those buildings not under rent controls, that it results in a reduction in rental construction, creates a market distortion away from rental housing, reduces the capital value of rental buildings and requires administration costs to run the program. In addition, it is often put forward that many people renting who can afford market rents are being subsidized.

- The rental housing market in the Region of Waterloo prior to the introduction of rent controls in October, 1975 had a vacancy rate ranging from 2.3% to 3.8%, with rent increases averaging 6.6% from 1973 to 1975. In addition, the rental market in the Region of Waterloo was divided among several landlords and most of the new rental construction was done through private funding. Based on vacancy rates and rent increases it appears that the rental market in the Region of Waterloo in the pre-rent-control period was competitive.

- There appears to be no justification for continuing rent controls when rental markets are competitive. If the objective of senior levels of government is to provide additional assisted rental housing, then greater assistance should be provided through housing programs. Where rental markets are not competitive a rental appeal process should be available to tenants.

- In light of the federal governments wage guidelines of 6% in 1982 and 5% in 1983, rapid increases in rent as a result of removing rent controls could cause increased hardship. Rent increases after the removal of rent controls should be closely monitored in response to government income guidelines.

- Decontrol of rents on the basis of a competitive rental market requires that rents be decontroled on a geographical basis and not on a province wide basis.

Rehabilitation

The rehabilitation of existing housing stock is an area of increasing importance in our current housing market. Factors such as high interest rates and rapidly rising energy costs are encouraging the rehabilitation and upgrading of existing residences. In addition, changing lifestyles and attitudes have increased the demand for inner city living accommodation, and government policies and programs have been encouraging the rejuvenation of older residential areas and buildings for residential use.

- An average of 110 residential units per year have been rehabilitated under the Ontario Home Renewal Program in the Region of Waterloo. Under the funding provisions of this program, 265 potential residential units could be rehabilitated annually.

- There has been a recent increase in the number of housing programs available to facilitate renovation in municipalities. The May, 1982 Ontario budget introduced two such programs. The InnoRent Program is designed to provide residential housing in renovated mixed use buildings and conversion of existing non-rental properties. The Rent Hab Program encourages preservation of existing rental housing through rehabilitation.

- Priority for funding under the InnoRent program will be given to those municipalities who are willing to reduce lot levies in order to make these projects more feasible. Funding under the Rent Hab Program is conditional on a maintenance and occupancy by-law being in effect in a municipality.

- There are a number of potential sites adjacent to or within the urban core of cities in this Region which could lend themselves to renovation or redevelopment for the purpose of multi-family housing. There are also a number of groups who have expressed an interest in renovating existing buildings and developing sites for residential purposes in these areas. These projects require either direct government financing or government insurance on private funds in order to get projects off the ground.

- Within the Region there are a number of larger single family houses which were constructed in the 1960's and 1970's and which are being underutilized because of smaller family sizes. It is expected that there will be an increased demand to divide these houses for two family occupancy, particularly where the families are related.

- It is likely that the Ontario Building Code will be amended in 1982 to include health and safety provisions in a new rehabilitation section and that provision will be made for "compliance alternatives" to allow some flexibility in the application of fire and safety standards for residential rehabilitation projects.

RECOMMENDATIONS: POLICY ISSUES

Provision of Assisted Rental Housing

23. *That the Regional Municipality of Waterloo requests the local housing authorities to increase the number of rent supplement units taken for assisted rental housing and requests the Province of Ontario to more specifically address the needs of the local housing authorities for location of units, rent levels and bedroom sizes prior to providing assistance for rental construction.*

24. *That the Regional Municipality of Waterloo requests the federal government to increase the funding available under social housing programs in order to meet the need for additional assisted rental housing for families, senior citizens and physically handicapped people in this Region.*

25. *If the number of assisted rental units is not increased through recommendation 23 that the Regional Municipality of Waterloo suggest to the area municipalities:*

i) that they consider establishing a municipal non-profit housing corporation(s) for the purpose of delivering assisted rental housing for families, seniors and the physically handicapped people and that a detailed demand survey be undertaken to accurately establish demand, and/or,

ii) petition the federal and provincial governments to implement a shelter allowance program for those who rent and who are in serious need of assistance.

26. *That the Regional Municipality of Waterloo supports the efforts of any area municipality to undertake a demand study in order to develop a municipal non-profit corporation.*

27. *That the Regional Municipality of Waterloo requests the Province of Ontario to consider funding the costs of assisted rental housing surveys by municipalities whether or not that survey is undertaken as part of a Municipal Housing Statement.*

Rent Controls

28. *That the Regional Municipality of Waterloo request the Province of Ontario to remove rent controls on a geographical basis when:*

i) Regional vacancy rates are at or above 2.0%, and

ii) provide an appeal provision for tenants on excessive rent increases when vacancy rates are less than 2.0%

and that the removal of rent controls coincides with an increased level of funding for assisted rental housing.

29. *That the Province of Ontario monitor rent increases after the removal of rent controls in light of the federal governments income increase guidelines of 6% in 1982 and 5% in 1983, and consider removing the vacancy rate restriction on the tenant rental appeal process should rent increases prove to be excessive.*

Rehabilitation

*30. *That the Regional Municipality of Waterloo remove Regional lot levies where lot levies would apply on projects being funded under the Ontario InnoRent Program and encourage area municipalities to also remove lot levies on these projects.*

31. *That the Regional Municipality of Waterloo inform the Province of Ontario that they support the adoption of an Ontario Building Code which makes provision for "compliance alternatives" to allow some flexibility in the application of fire and safety standards to residential rehabilitation projects.*

32. *That Regional Municipality of Waterloo request the Ministry of Municipal Affairs and Housing to provide additional funding to municipalities when they are undertaking a core area study in order to aid them in assessing the potential for increasing residential densities in core areas through redevelopment, conversion, and rehabilitation and that such funding need not be part of a municipal housing statement.*

General

33. *That regional and local municipalities, housing and financial agencies meet annually to review housing needs, funding programs for housing and review ideas or programs which could be initiated, amended or eliminated and prepare recommendations if required for Senior Government review.*

---

* *This recommendation was approved at Regional Council on August 19, 1982.*

GLOSSARY OF TERMS

Census Family consists of a husband and a wife (with or without children who have never married, regardless of age) or a lone parent, regardless of marital status, with one or more children (who have never married, regardless of age) living in the same dwelling. Persons living common-law are directed to report as now married on the census questionnaire. Such persons are, therefore, indistinguishable from those who are legally married and will appear as a husband-wife family in the census reports.

Dwelling Unit is a set of living quarters which is structurally separate and has a private entrance outside the building or from a common stairway or hall inside, i.e., the entrance must be one which can be used without passing through anyone else's living quarters.

Expenditure to Income Ratio (Renters) is the total amount paid for gross rent (cash plus any additional payments for utilities and services) divided by gross family income.

Family Household refers to a household that contains at least one census family. One-Family Household refers to a single census family that occupies one private dwelling. The family may be that of the household head or one living as a related, lodging or other type of family with a household head who is a non-family person. A Multiple-Family Household is one in which two or more census families occupy the same private dwelling. One family may be that of the household head, or the household head may be a non-family person with whom two or more census families are residing.

Head of Household:

For census purposes, every household has a head and only one person is so designated. This is either the husband or the wife; the parent where there is one parent only, with one or more children (who have never married, regardless of age); or any member of a group sharing a dwelling equally. A person occupying a dwelling alone is always reported as the head. The minimum age for the head of household is 15 years.

Household refers to a person or group of persons who occupy a dwelling and do not have a usual place of residence elsewhere in Canada. It usually consists of a family group with or without lodgers, employees, etc. However, it may consist of two or more families sharing a dwelling, a group of unrelated persons, or one person living alone.

Household Size is the total number of persons in the household.

Housing Demand is defined here as the growth in households over a defined period. In forecasting housing demand economic and social factors are taken into account as well as changes in population.

Housing Needs is the probable growth in households over a defined period where there is no significant economic constraint on the growth in the number of households. In forecasting housing needs social factors are taken into account as well as changes in population.

Non-Family Household refers to one person who lives alone in a private dwelling, or to a group of persons who occupy one private dwelling and do not constitute a census family.

Percentage Probability of Household Formation refers to the likelihood of a person in a specified age category of forming a separate household.

Real Income refers to the actual rise in incomes after discounting the rate of inflation.